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LEADERSHIP DEVELOPMENT WORKSHOP

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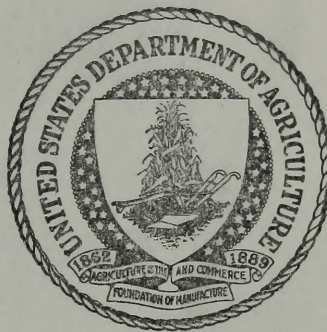


**TRAINING IN
ADMINISTRATIVE
MANAGEMENT**

UNITED STATES DEPARTMENT OF AGRICULTURE
Pullman, Washington

April 11-15, 1960

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TABLE OF CONTENTS

INTRODUCTION	Page
Foreword	II
"Why TAM"	III
Acknowledgments	IV
Welcome and Opening Remarks	V
Program	VI
 PRESENTATIONS	
Human Side of Administrative Process--James Forrester	1
Developing Assistants--Walter Toly	4
Public Relations--Irvin H. Luiten	7
Communications in Management--Paul Kohl	13
Basic Communications--E. J. Kreizinger	16
The Supervisor's Role in Management--William R. Van Dersal	23
Decision Making--Malcolm H. Holliday, Jr.	26
The Job Ahead--Ernest C. Betts, Jr.	29
 APPENDIX	
Workshop Participants	I
Workshop Assignments	V
Committee Assignments	VI
Group Picture	VII

FOREWORD

More effective public service is a challenging goal for all Governmental agencies. The increasing complexities of modern civilization place a premium on good management. A TAM Workshop provides a stimulus for training, self-analysis and determination to do a better job of management. Training benefits no one until it is put into use. The summaries and digests that follow provide a ready reference of material included in this workshop. When put into practice, this training will return benefits to the Department of Agriculture, to the participants and to their agencies.

This report covers the TAM Workshop held at Pullman, Washington, April 11 to 15, 1960.

"WHY TAM"

Herbert L. Lozier, ASC
Member, Workshop Committee

Training in Administrative Management (TAM) is a program designed to develop outstanding employees possessing administrative and executive ability in the broader phases of administrative management. The participants in the workshop are nominated by their agencies. During the week of the workshop the participants have an opportunity to discuss current management theory, problems, and practices with leaders from colleges, industry, and government. Through this experience the individuals attending further develop the management attitudes, skills, and abilities they presently possess, and they also gain a broader understanding of the Department's programs and activities.

Objectives of training in administrative management are: (1) To help those attending improve their management skills, knowledge, attitudes, and practices; (2) To furnish a nucleus from which better training in administrative management will spread throughout the Department; (3) To promote better understanding of the Department's organization and functions; and (4) To train leaders to help plan, program, and carry out local training. Objectives will be attained through instruction of those participating to learn by obtaining views of qualified speakers, by group discussion, by visual aids, and by doing the work assigned to develop thinking of their own.

ACKNOWLEDGMENTS

The workshop participants wish to extend their sincere appreciation to:

The TAM Committee for planning, organizing and carrying out the Pullman conference. The membership of this group is as follows: John P. Miller, ES, Chairman; Emery Wilcox, AMS; Harold Finegan, FHA; Victor Barry, SCS; Herbert Lozier, ASC.

Our Discussion Leaders for their excellent presentations and valuable informal discussion sessions.

Members of the WSU Extension Service for their help in editing, photography, printing of the manuscript and other local arrangements.

The Management of the Compton Union Building for good lodging and restaurant facilities.

WELCOME AND OPENING REMARKS

Melvin A. Ensley, State Administrative Officer
Agricultural Stabilization and Conservation

Mr. Ensley welcomed all agency participants to TAM Workshop for the opening session. The need for training of administrators was stressed and the history of the planning and organizing this session was reviewed. The willingness of all agencies to participate resulted in scheduling this meeting and nominees to attend were selected. He commented on the growing importance of administrative management in all branches of Government and gave a list of items for discussion during our week's training. Mr. Ensley expressed a hope that each member in attendance will gain valuable knowledge for use in his own administrative capacity.

TAM WORKSHOP PROGRAM

Room 216, Wilson Compton Union Building, Pullman, Washington
April 11-15, 1960

MONDAY--APRIL 11

8:15 a.m. Presiding: Melvin A. Ensley, ASC
Plan of Workshop: John P. Miller, ES, Workshop Chairman
Introductions: Victor H. Barry, Jr., SCS, Workshop
Committee Secretary
Why TAM: Herbert L. Lozier, ASC, Workshop Committee
Group Picture
Committee Assignments and Meetings: Victor H. Barry, Jr.

1:15 p.m. Presiding: Leslie J. Sullivan, FS
Human Side of Administrative Process: Dr. James Forrester,
Vice President, Whitworth College, Spokane
Summarizers: Arthur E. Miller, SCS; Homer R. Bryan, ARS

TUESDAY--APRIL 12

8:15 a.m. Presiding: Robert Wimmer, ASC
Developing Assistants: Walter Toly, President, Columbia
Electric and Manufacturing Company, Spokane
Summarizers: Lyle Crafton, ASC, Henry A. Palm, FHA
1:15 p.m. Presiding: James L. Bowlin, REA
Public Relations: Irvin H. Luiten, Public Affairs Manager,
Weyerhaeuser Timber Company, Portland
Summarizers: Henry Wolfe, ES; Edward DeGraaf, FS

WEDNESDAY--APRIL 13

8:15 a.m. Presiding: R.E. Krohn, SCS
Communications in Management: Paul Kohl, Regional Director,
National Archives and Record Service, GSA, Seattle
Summarizers: Arlin Nelson, ASC; Wright T. Mallery, FS

WEDNESDAY--APRIL 13 (continued)

1:15 p.m. Presiding: Emery C. Wilcox, AMS

Basic Communications: E.J. Kreizinger, State Leader
Extension Research and Training, ES, Pullman

Summarizers: G.B. Swier, SCS; William H. Ibenthal, FS

THURSDAY--APRIL 14

8:15 a.m. Presiding: Ray L. Toll, FHA

The Supervisor's Role in Management: William R. Van Dersal,
Assistant Administrator for Management, SCS, Washington, D.C.

Summarizers: W.R. Jenkins, ES; G.L. Schiermeyer, AMS

1:15 p.m. Presiding: Kenneth Neveln, FS

Decision Making: Malcom H. Holliday, Jr., Assistant
Administrator, FHA, Washington, D.C.

Summarizers: Gerald C. Thola, SCS; Walter Thomson, FS

FRIDAY--APRIL 15

8:15 a.m. Presiding: Hilmer Axling, ES

The Job Ahead: Ernest C. Betts, Jr., Director of Personnel,
USDA, Washington, D.C.

Summarizers: Ray Prater, ASC; Donald W. Barrowman, AMS

1:15 p.m. Presiding: Harold J. Finegan, FHA

Committee Reports

Workshop Evaluation: Victor H. Barry, Jr.

Completion of Workshop Report

3:00 p.m. Adjourn



THE HUMAN SIDE OF ADMINISTRATIVE PROCESS

Dr. James Forrester, Vice-President
Whitworth College, Spokane, Washington

A native of Scotland, Dr. Forrester received a B.A. degree in Philosophy from Queens University in Canada. Later he obtained an M.A. in Psychology and a Ph.D. in Psychology of Religion from the University of Southern California. In 1939, he became a member of the Whitworth College staff. During World War II, Dr. Forrester graduated from the Army School of Administration and later from the Chaplain's Indoctrination School at Harvard University. He served for four years in the Pacific combat zone with the Chaplains Corps. He is a member of many civic and religious organizations and is widely known for his work in the field of administration.

DIGEST OF TALK

Administration is a team effort toward a preconceived goal. Directing this effort involves four factors:

1. Planning.
2. Organizing.
3. Delegation.
4. Supervision and control.

Effect of Culture on Supervision

People are not self conscious about facts within their culture. People are made aware of cultural differences until they travel abroad. Some of these cultural freedoms in America are:

1. Freedom to change jobs.
2. Reward of initiative and achievement.

The administrative job is to preserve rights of individuals so they can maintain their creative ability and keep their ability to work together toward a common goal.

How do leaders become leaders?

1. By preeminence in a certain field.
2. Selection by appointment or authority.
3. The leader who emerges from the group.

The qualities of an administrator or leader:

1. Think with people.
2. Be a member of the group without radical deviation and set a normal example.
3. Consideration--explain actions and give information.
4. Ability to communicate.

5. Emotional stability and ability to see self objectively.
6. Consistency--no capricious actions.
7. Competence.

How can an administrator influence subordinates?

1. Suggestions--plant ideas--let subordinate develop it and give credit.
2. Imitation--influence others to imitate you.
3. Exhortation.
4. Logical presentation of wishes of leader.
5. Give subordinates information.
6. Directive--usually not desirable.

Hazards of administrator:

1. Neurotic propensities.
2. Tendency toward bureaucracy.
3. Obsessed with anxiety regarding opinions of superiors and subordinates.
4. Sadistic tendency especially when dealing with punishment.
5. Problem of "fine line" between permissiveness and direction.

Employee as a person:

1. Functions to meet certain basic needs--
 - Physiological safety from external danger.
 - Love and social relationship.
 - Need for esteem and respect.
 - Realize his worth in terms of creative work.
2. Differences--an employee does what he thinks is best at the time.

Line and staff administration:

1. Group psychology--creative groups produce more than a separate individual. There should be not less than 4 people or more than 7 in a group.
2. Always 3 points to group administration: facts, interpretation, and interrelations of the individuals.
3. Values--bring out new ideas--broader perspective--new technical information is brought in--opinion is solidified.
4. Disadvantages--slower, tendency for individual to shrug off responsibility.

DISCUSSION

Some questions posed by this topic conceived the ability to measure empathy, the relation of size of organization to efficiency, and the necessity for a leader to express approval and encourage permissiveness. Discussion developed that the best basis for leader selection is by emergence and not by fiat. Leaders usually have positive tendencies, whereas followers have negative tendencies. Monetary reward is not necessarily the greatest motivation, since each person has his own scale of values, which may include prestige, freedom of action and personal relationship. Teamwork requirements may not apply to scientific personnel, since unusually creative people are frequently apart from the norm.

REFERENCES

1. Human Relations in Business--Keith Davis 1957--McGraw Hill Company, N.Y.
2. New Understanding of Leadership--Charles C. Henely--Association Press, N.Y.
3. The Art of Leadership--Ardway 1936--McGraw Hill Co.
4. The Yale Report on Alcoholism.

DEVELOPING ASSISTANTS



Walter A. Toly, President
Columbia Electric & Mfg. Co., Spokane

Born 1906, in Los Angeles, California, joined Columbia Electric and Manufacturing Company in 1935, and was elected president of that company in 1949. He is a member of the Advisory Board of the Institute of Technology of Washington State University and a member of the Board of Directors of the Inland Empire Industrial Research. Mr. Toly was selected Spokane Businessman of the Year for 1959. He is a former Distinguished Award Winner for the Chamber of Commerce on Industrial Development. The main office of his company is in Spokane; branch offices are in Dallas and Los Angeles.

DIGEST OF TALK

The Columbia Electric and Manufacturing Company is a research and development company as well as a manufacturing and sales organization. All items carried in their regular line of merchandise have been originated and developed by the staff. It is this ability to originate and develop an idea which makes the firm one of the outstanding ones in its line. Inquisitiveness is one of the prime requirements for continued growth.

Private business is no different in many respects from government when it comes to developing assistants. Private business has seniority rights while government has civil service. In private business, however, there is a clause with the union which makes it imperative that a man retained on the payroll for 45 days, be retained one year. This leads to a greater need for recognizing ability at an early time so that the company will not be required to retain a person who does not have the necessary requirements to grow with his job.

Factors to consider in developing assistants:

1. Develop a spirit of cooperativeness as an aid in developing a nucleus of top-notch assistants.
2. Develop sales ability in every employee.
3. Make all employees members of the team.

What is an assistant?

1. Anyone connected with the company, regardless of position. A business is only as strong as its weakest man.
2. A supervisory assistant is any employee supervising the work of one other employee.

Training the assistant:

1. No company will succeed unless a human valuation is placed on every man.
2. Include every person in a supervisory capacity in a management development type school.

3. Inability to express themselves proved the major problem of the otherwise valuable men. An 18-week course for top level executives was carried out with excellent results. These results have caused plans for future courses for those in the next position of command.
4. Use methods of motivation for those people who have ability, but seem to be content to go along with their present station.
5. Use staff meetings.
6. Write job specifications through job analysis and then fit the man to the job. Listen to your choice and evaluate his ideas.
7. Recognize the support given by others which assisted you in reaching your present position. Do not allow your position to give you the "big head", for this is the fastest possible method of losing the interest of those who aided you. This interest helps develop assistants.

DISCUSSION

Recruiting -- Men are hired for summer work and given leave to attend college. They and others start at the ground level and come up through the ranks. We hope that they will return after graduation to better paying jobs. If we lose them to other companies, they have a good attitude and are boosters for our company.

Job descriptions -- We have them for certain jobs. Don't make them too complicated and unwieldy. Cut the red tape.

Training -- The assembly line type of job is broken down so that it can be learned in small segments. All people in the organization must produce if they are to stay. At the supervisory level, we check to see if they have the proper attitude. If they grumble or are disloyal - not on the team - they are "separated." Men having the potential ability to create and lead should be trained to bring out their true worth. They must gain confidence in themselves before they can lead others.

Promotion -- We have found that some people are contented and static. They may be doing a good job and are left in their present position. However, those creative individuals must be given additional assignments to keep them busy. This creative desire is recognized and rewarded with salary increases.

Supervision -- When individuals have a problem, the supervisors are brought in - the problem is presented to them and we get their suggestions for improvement. Impress upon them that the success of the company relates to the success of the individuals. If given an opportunity to express their ideas, they come up with excellent ideas and suggestions. Then you must integrate these ideas into the overall operation. The key to success is keeping people interested and satisfied. You must capitalize on employees' ideas and promote creative thinkers. The problems in business are same as in government. The chronic complainer is disposed of by the group. We must channel these leaders to think right and use their talents.

Morale -- The average person is usually content when they reach what they consider their optimum. Others keep driving for that "pot of gold." All employees should have a chance to rise in the organization.

Some employees have family and social difficulties. These should be recognized and understood. The organization must be sold to all of the

employees. This is a full-time continuing job. Then every employee from the janitors on up is sold on our products and each is a salesman.

Meetings -- It is very important that everybody be informed.' Keep no secrets, so that you avoid rumors and dissention. All key people should be included. These individuals carry the message down to the workers. We usually have about 12 at the key meetings. We have one rule. When someone is expressing himself, no one interrupts. Place the problem before the group and let them come up with the ideas. Conference planning is essential.

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3. Developing Management Ability--E.G. Planty and J.T. Freeston--Ronald Press, N.Y.
4. Executive Development--J.W. Riegel--University of Michigan.
5. Guide to Modern Management Methods--Stryker--McGraw-Hill, N.Y.

PUBLIC RELATIONS



Irvin H. Luiten, Public Affairs Manager,
Weyerhaeuser Timber Company, Portland

A native of the Big Bend Country of Eastern Washington, Mr. Luiten was graduated from Washington State in 1940 with a B. A. in English. He has worked for the Colville Examiner, Northwest Farm News, Office of Publication at Washington State, and the Western Livestock Reporter. He has also done free-lance writing for the Country Gentleman, Farm Journal, Successful Farming, and other magazines.

DIGEST OF TALK

What is the most powerful collective human force of our time? Probably it is public opinion. Some of America's leading public relations practitioners will tell you that public opinion is not only the supreme collective human force affecting the events of our day but that it is steadily growing in its significance.

Public opinion is so powerful that it can overthrow a government and put another in its place. "With public sentiment," Abraham Lincoln once said, "nothing can fail. Without it, nothing can succeed."

In a country like ours, with free elections, it is difficult to conceive of anything more vital to our local, state, and federal governments than to have the support of public opinion. We can, in our country, almost equate public opinion with government. Government amounts for all practical purposes to action and decision by the public. People will act on what they understand and believe. They will accept governmental policies, decisions and programs only if they understand them and believe in them. The power of public opinion is increasing rather than diminishing.

What is Public Relations?

The term "public relations" is often misused or loosely used. The publication, Public Relations News, has developed this good, though somewhat long and complex, definition: "Public Relations is the management function which evaluates public attitudes, identifies the policies and procedures of an individual or an organization with the public interest, and executes a program of action to earn public understanding and acceptance." This definition outlines for us the major steps in the development of a public relations program.

1. Public relations is a management function. The top officer of an organization or the top official of a government agency must accept responsibility for the public relations of the unit he supervises. In the end, he must take the final responsibility for the public opinion his organization generates. It is he who must set the tone and climate for successful public relations effort.

If he considers public relations important, if he understands the principles of public relations, then the proper climate will exist. Only top management will have the authority to guide decisions and actions of line people whose decisions may affect public opinion. This is why top management must take the final responsibility for public relations. A public relations director can see mistakes being made which create ill will and unfavorable public opinion. But he cannot prevent such mistakes until top management realizes that:

(1) public relations is important to the organization, and
(2) management decisions and actions may sometimes create public relations problems.

2. The second point in our definition of public relations deals with the evaluation of public attitudes. The public relations director must know where his organization stands at the moment in its relations with the public. Without this information, he can hardly chart a public relations program and the direction it should take.
3. "Public relations is a management function which ... identifies the policies and procedures of an individual or an organization with the public interest...." This is the most vital phase of public relations. Public relations -- to use a more simple, short definition -- is good performance publicly appreciated. Without good performance, no organization can in the long run develop good public relations. Above all, your organization must act right, if it is to earn public understanding and acceptance. Management, therefore, must continuously examine its policies and procedures to determine whether these are right, whether they are in the public interest. The organization in the long run will be judged more by its actions than by its public pronouncements. When these pronouncements are inconsistent with action, then the result will be ill will rather than good will.

(By public interest, we do not mean public opinion. For public opinion can sometimes be wrong and unrealistic. By public interest, we mean adequately informed public opinion or that which will produce in the long run the greatest good, or greatest happiness, for the greatest number.)

4. "Public relations is the management function which... executes a program of action to earn public understanding and acceptance." This is the fourth and final point in our definition. It implies that acting right is not enough in itself. Good behavior must be known to be appreciated. The objectives, policies, and procedures of the organization must be explained through an effective communications program. Management must work continuously at keeping the public informed of what the organization is, what it stands for, how it acts, and why it acts as it does. This is the final step in earning public understanding and acceptance.

Organizing for Public Relations Effort

Success in public relations demands good organization to do the job, just as does success in any other activity. The public relations director, or other person given responsibility for organizing public relations effort, should report to the chief executive of the organization. The public relations director or advisor, if he is to be effective in influencing the public relations of his organization, should be a member of the chief executive's staff. It is imperative also that he be consulted when the chief executive and his top management people formulate policies and make management decisions. He can be far more effective preventing public relations problems before they arise than in trying to solve these problems after they exist.

The public relations director or advisor must create in the public mind an understandable, favorable image of his organization. To do this, he must develop a planned informational program. In the large organization, the public relations director may have a sizeable staff to assist him. He may have reporting to him in his department such specialists as a publicity manager, advertising manager, visual aids manager, and publications editor. In a decentralized organization, it is assumed that the public relations director will sell his public relations program to the chief executive of the parent organization. The chief executive and other top management people will then require the branches to carry out the policies, procedures, and spirit of the public relations program. In the small organization, there may be no public relations director, no public relations staff. Instead, line management people may be expected to carry out the public relations function as well as the operational functions. The important point to remember is this: Public relations should be an organized function, and as well organized as any other function of management.

Selling Public Relations to Top Management

Public relations is intangible. Good public relations may have a favorable effect on those functions of management which control costs, increase output, and improve administrative efficiency. Public relations is more an art than a science.

Public relations problems seldom lend themselves to statistical and scientific analysis. The conscientious executive may want to move slowly and with extreme care in attacking public relations problems. The public relations man should work sympathetically with such executives to help them develop their own skill and confidence in dealing with public relations problems.

Seminars on public relations, with top management participating, may prove helpful in developing this skill and confidence among executives. Some public relations men have effectively used the outside public relations counsel to improve top management understanding of the principles and techniques of public relations. The good public relations counsel will be able to trace the public relations achievements of other client organizations and furnish top management with public relations case problems. There is no substitute, however, for building a warm, friendly, confident relationship between the public relations man and the top executives. Many a public relations man has won the confidence of top management in the beginning by relieving the executives of small but annoying public relations problems.

Evaluating Public Attitudes

Social scientists have in recent years developed the public opinion poll into a highly accurate and useful tool in measuring public attitudes. This is perhaps the most valuable tool available to the public relations man. The public opinion poll has taken much of the trial and error out of the practice of public relations. It gives him a clue to the causes of public attitudes. The public opinion poll also gives the public relations man a tool with which to check the effectiveness of his public relations program. Unfortunately, a good public opinion poll is costly.

Services of a press clipping bureau, which may be obtained at reasonable cost, can be helpful in determining public attitudes toward an organization. The public relations man will also find it helpful to do a great deal of listening. There is not, however, any really adequate substitute for the public opinion poll.

Public Relations Begins at Home

Public relations, like child training, must begin at home. It must begin with management attitudes which will guide the behavior of an organization into publicly approved channels. It must begin with sound objectives and policies that are in harmony with the public interest. It must begin also with good employee relations. The behavior of the organization must first be good and worth reporting. The behavior of an organization will speak louder and with more authority than any combination of words put together by management or a press agent.

The important effect that employee relations may have on public relations should never be overlooked. It is axiomatic that disturbances within an organization will sooner or later become public knowledge. Good personnel management policies and procedures, good working conditions, and good employee communications are therefore required to achieve good public relations. For this reason the maintenance of good employee relations and communications is a prerequisite of good public relations.

Planning a Public Relations Program

When planning a public relations program, it is advisable to begin with the development of public relations policies and the establishment of public relations objectives. The general policies may include such items as these:

1. The asset of good will is to be given the same careful consideration as any other asset.
2. Policies, procedures, and practices of the organization will be interpreted to the public in a truthful and understandable manner. No attempt will be made to mislead the public or to distort the truth.
3. Through good employee relations and employee communications, management will seek to inspire employees to be public relations representatives of the organization.
4. Members of management will assume and fulfill the responsibilities of good citizenship in the communities in which the organization operates, and will encourage employees to do likewise.

Specific public relations policies will usually cover such activities as maintenance of good press relations, handling of visitors and conduct of tours, and the making of contributions to civic and charitable clubs and associations. As the policies are developed they should be written out, published, and disseminated to all persons in the organization who will have use for them or will need to refer to them. The establishment of public relations objectives may mean the difference between an effective or an ineffective public relations program. The successful public relations program will be systematic, with well established goals and with priorities for attack on specific problems facing the organization. The public relations man should try to anticipate future or potential public relations problems before they arise.

In formulating a public relations program, the different publics with which your organization deals should be considered. The public is not just one homogenous group of people. Instead, it is made up of many different groups, social and economic. Broad generalizations about the public should be avoided in the planning of a public relations program. The plan should recognize that different techniques and procedures may be required in communicating with different publics.

Keeping the Public Informed

The public wants and expects to be informed. As our population increases and our society becomes more and more complex and interdependent, more and more individuals recognize that our institutions and organizations may have an impact on their own lives. They want to know what this impact may be. Public attitudes demand an "open door" information policy on matters which affect the public interest.

There are also positive, self-interest reasons for keeping the public informed. Informing the public will help control harmful or irritating rumors. And if the policies and procedures of an organization are sound and in the public interest, an informed public will be an understanding public.

What and How to Communicate

The management of an organization must first decide what it is going to communicate. What kind of an image does the organization want to build in the public mind? How is management going to communicate? When? To whom? Then, from the many communications tools available to him, the public relations man can select those that will do the job most effectively.

The public relations man must be skilled in the selection and use of these communications methods and channels. Public relations cannot be measured by the length and number of press releases. Public relations can be measured, however, by what the public thinks about an organization. The end that public relations seeks is the creation of a favorable image in the public mind.

The Need for Integrity

There are three major requirements for securing substantial and lasting success in public relations effort.

1. The management of an organization must establish a reputation for integrity, a reputation for telling the truth.

2. The policies, decisions, and acts of management must be sound when viewed in the light of the public interest.
3. The public must be informed with honest facts that are understandable and believable, and these facts must be presented with imagination.

Good public relations is a product of good deeds, publicly recognized and appreciated.

DISCUSSION

Public opinion polls are used to measure the present situation. Then, to follow up, the company evaluates the results of the public relations program. The poll is taken every three years in communities where the company has plants and in surrounding rural areas. The public and the employees are polled separately. The same problems were evident in both groups, but fewer employees were critical. Problems included lack of information and some company responsibilities. Between polls, a clipping service is maintained.

There is no single answer as to the best media in terms of effectiveness. Problems and solutions vary. Mass media should dovetail in efforts to meet the objects. Other techniques include employee relations, better foremanship, employee magazine, employee conferences, town meetings, employee picnics, etc.

Public opinion is not always the public interest. Careful analysis is necessary to determine the real public interest and overcome biased opinion. If the company is wrong, admit it and take corrective action. Public relations can "oversell". It is better to "undersell" a little. If something goes wrong that reflects on the company or an agency -- admit it. Get immediate complete coverage by good reporting. Let the public know and plan corrective action. If the company or agency is in the right, it is good public relations to challenge unfair and unjust opposition or criticism. Be diplomatic, but use a "third party" technique or actually have good research to prove you are right.

A line officer can be convinced of the need for good public relations by showing how past actions have affected the company or agency. Use case examples, or hold a general seminar in public relations for all line officers. The group can sell a holdout on the need for public relations.

The amount of public relations that can be justified in public agencies depends on the need and the point of reasonable justification. We have the obligation to inform the public, but not to influence legislation. Public opinion can be shaped by properly informing the public and giving reasons for government action. Department of Agriculture program public relations need to clarify understanding and refute unjust criticism.

COMMUNICATIONS IN MANAGEMENT



Paul Kohl, Regional Director,
National Archives & Record Service,
GSA, Seattle, Washington

Mr. Kohl, a native of Indiana, received his B.A. degree at St. Meinrad's College. He took postgraduate work at the University of Chicago, University of Washington. Served with G-2 as Editor-In-Chief of the Far East Command Intelligence Summary and Operations Officer of the Allied Translator Interpreter Service. For this, he received a meritorious award for his work in communications. At the present time he is Regional Director, National Archives and Records Service, a division of the General Services Administration, a position held since 1957. His work in the Federal Service has been consistently outstanding, having been nominated for the Arthur Fleming Award and the William A. Jump award.

DIGEST OF TALK

A definition of the terms, communications and management, is not to be found without separating the basic elements of each.

Organizing, planning, directing, coordinating, and reviewing is management and communication. Communication might be defined "Any behavior that leads to an exchange of meaning."

Communications includes the means of its transmission or reception. Communication in management is defined as:

1. Act or fact.
2. Words or letters.
3. Thoughts.
4. Means of transmission.
5. System employed.
6. Principles used.

The skills or tools that can be used to accomplish this communications are:

1. Thinking.
2. Doing.
3. Observance.
4. Talking.
5. Listening.
6. Writing.
7. Reading.

We must think straight to express ourselves so that we will be understood. Management gets things done through people. Actions speak louder than words.

Consultative management is desirable. Workers should be consulted through staff meetings, promotion plans, surveys, committees, incentive awards. In the upward flow of communications, alert employees see and hear what goes on around them.

Because of the increase in paper work, there is a need for overhaul of communications and records systems. There is need for developing reading ability.

The two methods of communication are written and oral. The methods of transmitting this media are:

1. Electronic.
2. Training.
3. Illustrations.
4. Ideas.
5. Systems.
6. Language.
7. Rumor.

Of the two methods of communication, the written word is best, for it is more easily understood and has permanency. The oral method is simplest. The following rules are suggested:

1. Talk with people.
2. Keep within understanding.
3. Talk within the points of agreement.
4. Avoid frictions.
5. Discuss the whys of a disagreement.
6. Learn to watch the listeners face.

When two people talk, communication is exchanged in both directions on a horizontal plane. When more than two persons communicate, the exchange can take a horizontal, an upward, or a downward direction.

The downward flow of communications should make clear why the information is being issued. Conferences through communication can instruct, seek opinion, reconciliation, solve problems, or develop solutions.

Good communications may require removal of barriers such as policy, procedures, or persons.

Upward communications give accurate, complete information of what is happening in the organization. All obstructions to the upward flow should be removed. Frequent counseling encourages an upward flow of communication.

Horizontal communications is often the shortest distance between two points. It can be encouraged by shifting jobs horizontally, by support and encouragement, by eliminating cliques and favoritism, and by social functions. The results of good communications are:

1. Understanding.
2. Closer relationship.
3. Worker incentive.
4. Sets future goals.
5. Leadership.
6. Increased production.
7. Better morale.

Principles of communications in management were illustrated by the showing of the moving picture, "Production 5118" which illustrates vividly how rumors and misleading information can destroy morale, confidence, and security of an employee. It concluded with the golden rule, "Do unto others as you would have them do unto you."

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BASIC COMMUNICATIONS



E. J. Kreizinger, State Leader,
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Mr. Kreizinger received a B.S. in Agriculture from the University of Nebraska, and an M.S. in Agriculture from Kansas State College. He spent four years teaching and coaching in Nebraska high schools; six years in research and teaching, Agronomy Department, Washington State University and U.S. Department of Agriculture, Division of Forage Crops and Diseases; a year and a half with the Washington Co-op Farmers Association, in the area of seed production; thirteen years in Extension at WSU, also part-time in the College of Agriculture as Professor of Agriculture.

DIGEST OF TALK

Communications is understanding and being understood. People go through several steps in accepting an idea:

1. Awareness.
2. Interest.
3. Evaluate.
4. Experiment, or trial.
5. Adopt or reject.

Most people follow people who are like them. People are classified as follows:

1. Innovators.
2. Early adopters.
3. Early majority.
4. Majority.
5. Non adopters.

Social Action

As we study social action programs we see they follow a certain pattern down through the action stages. Of course the proper application must be made for each situation. To understand social action, we must be able to see the important parts of the overall social system as we move from step to step in action initiation. To start a program at the wrong stage or not to understand our part can lead to failure and inefficiency. The following steps or phases must be considered in any social action program.

The social system:

1. All social action takes place within an existing social system. This may be the state, county, community, church, etc.
2. We must have a general understanding of the social system to know what parts are important to our own social action program.

The prior social situation:

1. For every given social action there must exist some past experience in the social system which relates to the kind of social action now under consideration. We should determine the actual existing experience or prior experience relating to the proposed social action program.

Problem--based on a situation within the social system:

1. Social action usually has its start by two or more people agreeing that some kind of problem or situation exists and that something should be done.
2. Action may be started by people inside social system, by someone with inside-outside interests such as an extension worker or an outsider such as a specialist.
3. Interests for initiating action may be common (farmers wanting soil testing facilities) or complementary (farmers want way to test soil and fertilizer dealer wants soil tests to help sell fertilizer).

The initiating sets:

1. There must be sufficient agreement on the need by other people than the social action originators. These people who feel something should be done about the problem are the initiating sets.
2. The initiating set consists of two or more people, usually not more than four or five people.
3. More than one initiating set may be involved. They add ideas, alternatives and actually originate action on the idea or program.

The legitimation stage:

1. In almost every community or social system there are certain people or groups that seem to have the right authority and prerogative to pass on things to make them legitimate ideas. These people are called "legitimizers". They put a stamp on approval on the idea.
2. The initiating set usually takes the problem to the legitimizers. To bypass the group usually spells failure.
3. Legitimizers may be--

Formal administrators, church, clubs, etc.
Informal, certain individuals or cliques.

4. A legitimizer may have power because of money, family, prestige, key position, knowledge, past correct judgments.
5. A legitimizer may heartily endorse, say maybe, yes, no, nothing, you may use my name, won't oppose, etc.
6. If you bypass a legitimizer his position is challenged. At times the legitimizers may actually have to be bypassed if it is felt the program really merits action. This should be done with the consequences in mind.

The diffusion stage:

1. After an idea has been legitimized, it is ready to be moved to the diffusion stage.
2. At the start of this stage only the idea originators, 4 or 5 initiators and the legitimizers have heard of the idea.
3. At this stage we are ready to determine if the general public or the people who feel the need of such action will define it as a need.
4. The diffusion stage takes the program to the public. In each case careful evaluation should be made to see who does this.
5. Quite often the idea originators make very poor diffusers.

Definition of need:

Once the diffusion set is established we try to make the problem become the people's problem. A number of techniques can be used to get large numbers of people to see a problem and identify it as one of their problems too. Use -

1. Basic Education -- This is a long range program. It does get the facts to the people.
2. Program Development Committees -- Certain key people in the community study situation, problems, resources, etc. By this method people begin to see a need.
3. Comparison and Competition -- Use approach such as "our community or our farm is not as good as someone elses". "People are going to another town because they have a swimming pool".
4. Exploiting Crisis -- When a crisis arises make a play on certain needs. Example - a flood may promote a flood control program.
5. Demonstration or Trial -- Set up a demonstration to show how improvement can be made. Create a need by comparison.
6. Building on Past Experiences -- (Ex. -- we now use fertilizer, let's test soil and use fertilizer "efficiently".)
7. Channeling Gripes -- If people are against something, their negativeness can be transferred into being for something. Example - everyone is against undulant fever, so would be for control of Bangs disease.

Commitments to action:

Besides getting a definition of need from people, we must also get a commitment to do something. This may be -- agreement to attend meetings; to act at proper time; to pledge money; to take part in program; vote of confidence. A commitment to action is one of the important steps in the social action process.

What we want to achieve:

Once a felt need is established, out of it must come some definite targets, goals or objectives. Some of the people must be willing to try. Whatever we try must be spelled out in:

1. Good criteria for goals.
2. Content of goals.
3. Human behavior changes we wish to bring about.

Explore Alternative Methods or Means:

1. Usually we have more trouble agreeing on how we are going to do something than we do on what we are actually trying to do.
2. All alternatives or different ways of doing the job should be considered.
3. After considering all alternatives arrive at the best present alternative and proceed to set up the plan of action.

Set up the plan of action:

1. After we have set up our goals and objectives and have decided on the basic methods we should use, then we will want to set up a plan of action -- a program with the organizational structure to carry it out.
2. In the plan of action such things should be considered as --

- A time schedule
- Committee set-ups
- Kinds of personnel needed
- Buildings required
- Visual aids or other methods
- Needs for meetings
- Publicity

Mobilizing and organizing resources:

1. Once we have laid down our plan of action, then we must mobilize and organize our resources so the plan can be carried out. Once we have the plan on paper we must find --

- The time
- The people
- The resources
- The physical facilities
- Whatever else is needed to actually carry the plan into action

2. People who take part in plan --

- Have agreed on the need, goals, objectives, methods and plan of action
- Must be mobilized and organized

Launching the program:

1. As we move into gear in terms of Social Action, some programs basically break down into sort of a launching process. This launching might take the form of--

- A fund drive
- A series of tours
- A big kick-off dinner
- A big full page ad-campaign
- A telephone network call
- A big publicity splurge

2. The purpose of a launching program is to make a big event so that people will know we now are into the action stages of the program.
3. Some programs move slowly because of their nature. Your plan of action must take this into consideration.

Carry out program:

1. This consists of the various action steps necessary to carry the program forward.

Continuing and final evaluation:

1. Between each of the action steps as at all the places along the social action scale, we stop and evaluate. We evaluate what we have done; our next immediate goal; alternative methods for reaching that goal.
2. Make the next move in light of this evaluation.
3. Final or total program evaluation.

Did we accomplish what we set out to do?

Were the methods good?

Did we make good use of resources?

Why was the program successful?

Or why did it fail?

How would we plan differently if we were to do it over again?

What did we learn?

Where do we go from here?

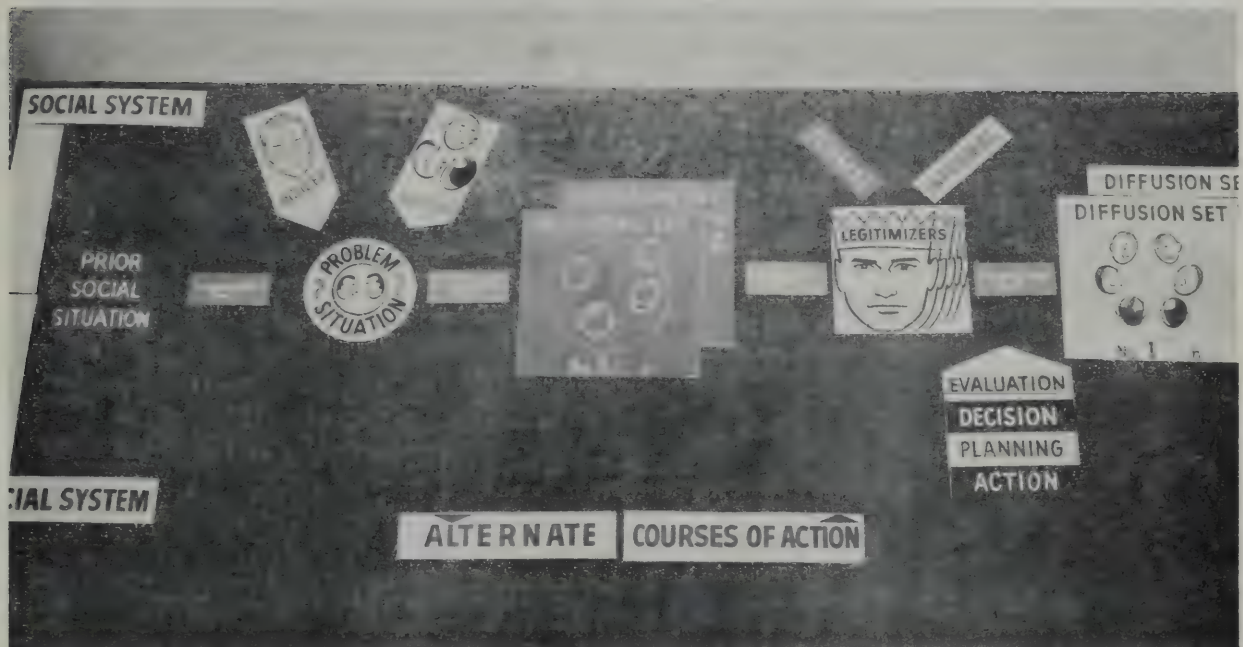


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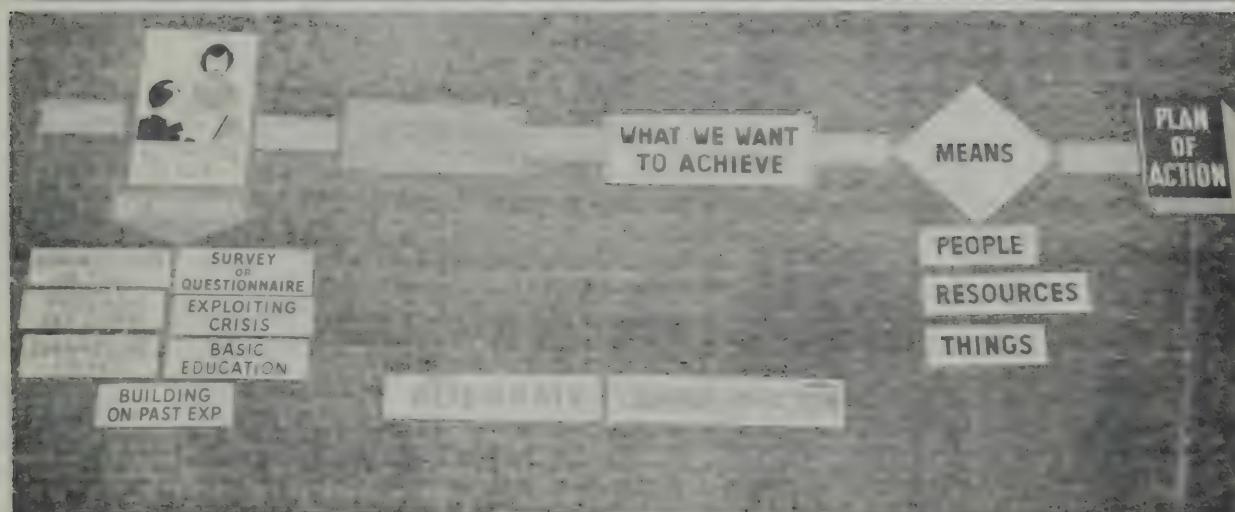
1. Evaluation
Decision
Planning, Action
2. A constant process
Did we get the job done?
How well did we do it?
What next?
Why successful?
Why failure?
3. Evaluate at every step.

CONSTRUCT FOR SOCIAL ACTION

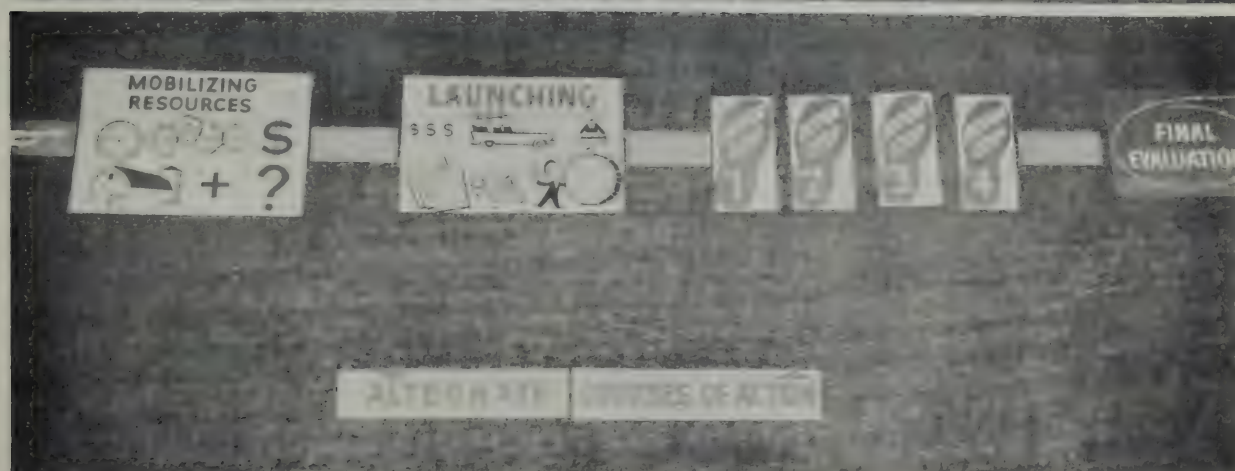
Read from left to right



1



2



3

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THE SUPERVISOR'S ROLE IN MANAGEMENT

Dr. William R. Van Dersal, Assistant
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Dr. Van Dersal has had some 25 years of experience in the government, half of this has been devoted to problems in administration. He has also had experience in operations and as a personnel officer. He is the author of numerous publications dealing with conservation, supervision, staff organization, training, operations management, etc. He recently returned from a year's leave of absence under a Rockefeller Public Service Award during which he reviewed administration of natural resource programs in the United States, Canada, Britain, Australia, and New Zealand.

DIGEST OF TALK

Dr. Van Dersal emphasized the importance of supervision and the skills required to be a good supervisor. Most people can learn to supervise with study and practice.

Principles of Supervision

There are several general principles that any supervisor must know and keep in mind if he is to be really effective.

People must always understand what is expected of them:

The new employee should know--

1. What his agency stands for, how it is organized, how it operates, and what it does.
2. Know his job, duties, authority, and relation to other jobs.
3. How quality and quantity of his work is to be measured.

People must have guidance in doing their work:

1. Information.
2. Techniques enabling a man to do his work better.
3. Personality improvement suggestions.

Good work should be recognized.

Poor work deserves constructive criticism.

People should have an opportunity to show that they can accept greater responsibility. Grooming a man for greater responsibility requires some additional personnel record keeping.

People should be encouraged to improve themselves.

People should work in a safe and healthful environment. For greater efficiency and less work time loss, favorable working conditions and facilities must be provided.

The Art of Supervising

How to begin supervising:

1. Know your people well.
2. Know all parts of your job well.

How to give orders:

1. Suggest instead of command.
2. Explain reasons for orders.
3. Analyze the situation.

How to get help from your people:

1. Delegate authority wisely.
2. Follow up for compliance.

How to make decisions:

1. Be prompt.
2. Based on fact.

How to criticize:

1. Privately with explanation.
2. Preserve the dignity of the person.

How to settle grievances:

1. Get all the facts.
2. Settle promptly.

How to deal with the problem child:

1. Attempt to understand.
2. Make corrective suggestions.

How to handle long distance supervision:

1. Work plans.
2. Meetings.
3. Regular visits.
4. Reports.
5. Telephone, letters, etc.

Being a Supervisor

Your attitude:

1. Interest in people.
2. Patience.
3. Sympathy and tolerance.

4. Loyalty.
5. Receptive to suggestions.
6. Tact.
7. Objectivity and impartiality.
8. Dependability.
9. Cooperativeness.
10. Democratic.

Your traits:

1. Sense of humor.
2. Enthusiasm.
3. Imagination.
4. Common sense.
5. Integrity.

Supervisor abilities:

1. Teaching and training.
2. Communications.
3. Conference methods.
4. Planning, organizing, and scheduling work.
5. Estimating work load.
6. Job methods improvement.
7. Government procedures.

DISCUSSION

Traits of poor supervisors were discussed and listed by the participants who represent 500 man years of supervisory experience in government agencies.

The proper orientation of the new employee is most important in developing loyalty, effectiveness, and satisfaction in personnel.

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DECISION MAKING

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Before entering government service, Mr. Holliday spent eight years as general agent for life insurance companies in Kentucky and Tennessee, eleven years as publisher of a chain of weekly newspapers, and for a short time served as special assistant to U.S. Senator John S. Cooper. He is now responsible for the activities of the management divisions of the FHA. He received an A.B. degree in economics and sociology from Morehead State College, Morehead, Kentucky, in 1934.

DIGEST OF TALK

For the purpose of our discussion I should like to establish a formula for the process of decision making. It is:

PIS + ACA + PC + OSV = A Decision

Personal Involvement in a Situation + Alternate Courses of Action + Possible Consequences + Our Own Sense of Values = A Decision

The four elements of the decision-making formula are as follows:

Personal Involvement in the Situation

Each of us is continuously involved in situations which require decisions of us. But, it is equally true that situations exist all around us which do not require decisions of us. It is a wise man who knows the difference.

Each of us operates within the framework of an organization, to each level of which has been assigned certain responsibilities. And, frankly, most of us would keep rather busy if we lived up to these responsibilities. Authority and responsibility go hand in glove. One cannot assume one without the other, nor can one respect one without respecting the other.

Within an assigned area of responsibility one must meet, faithfully and courageously, his decision-making responsibilities. Upon the soundness of those decisions and his willingness to back them up rests justification for assignments of greater responsibilities.

And, there is the obligation to both subordinate and superior to make available the benefit of your knowledge and judgment. Fulfillment of this obligation assures them greater opportunity to reach sound decisions themselves.

Of course, one can't be sure of his involvement in a situation unless he is able to recognize the situation for what it really is. It is here we demonstrate our knowledge of our job. If one has to constantly ask whether he should do something about matters arising in his shop, he can be pretty sure the merit promotion program didn't work well in his case.

Possible Courses of Action

Once we recognize ourselves as involved in a situation, we start exercising our decision-making ability. Here, our training and experience come into play. The major hazard we face at this point is a lack of adequate experience to cope with the problem. Our biggest mistakes result from our failures to inquire into the facts of a situation.

There is a proclivity on the part of many of us to ignore the alternatives in a situation. We routinize our system of dealing with problems and make decisions which defeat our principal objectives. It is essential we keep in mind always that the end product of our decision is a service to people. Of all the possible alternative courses of action in any situation, the one most likely to be overlooked is to do nothing.

The second most ignored alternative is precedent. We can avoid learning through mistakes if we take time to search our precedent. The law profession is built on this system. However, we must remember that precedent is a guide and not an infallible solution. No alternative need be judged worthy of merit if there are no means available to implement the decision.

The element of time must be considered in determining alternate courses of action. Evaluating the pressure of time will avoid errors in judgment.

Recognize the Probable Consequences of Alternate Courses of Action

Each decision made results in a reaction we term "consequences". Within confines placed upon us we must arrive at decisions which will attain a desired goal. Always, it is expected we will work toward the greatest possible good for the general welfare.

The task of evaluating probable consequences is, then a dominating factor in decision making. A noticeable tendency on the part of many of us is to evade responsibility for our decisions. But, "the 'safe' executive cannot survive" in government.

One's Own Sense of Values

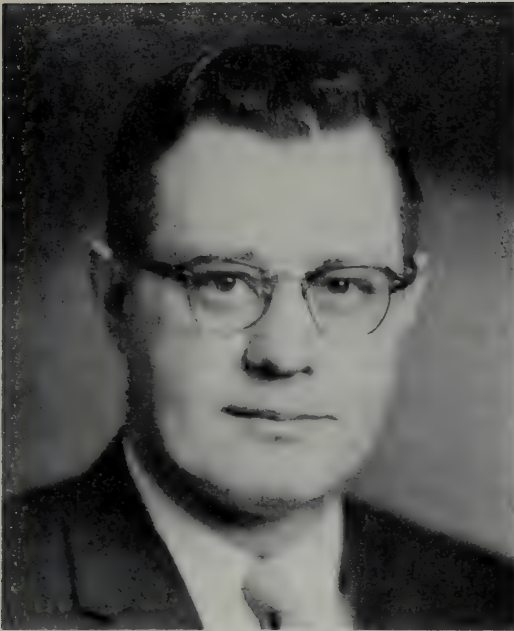
A decision once made and activated becomes a tangible thing which can be evaluated just as one evaluates the taste of the food he eats. These values which are the determining factor in our judgment are never fixed in their combinations. Changing circumstances may place more emphasis on one phase of them than another. Our decisions are activated by our own sense of values. Therefore, if one really wishes to create the habit of sound decisions, remember this: to every man you deal with, the most important decision you'll ever make concerns his problems. If the importance of his problems are important to you, you'll create a sense of sound values on which to make decisions.

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THE JOB AHEAD

Ernest C. Betts, Jr.,
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Mr. Betts began his government career in 1939 with the Soil Conservation Service and has held many important and varied positions since then, including service as an assistant to Secretary Benson and tours of duty with the State Department and the Technical Cooperation Administration. Mr. Betts received his advanced education at State Teachers College, Platteville, Wisconsin.

DIGEST OF TALK

The USDA is an organization of global dispersion, made up of many complex parts and with many purposes. It is the common desire of employees to serve that unites the organization into a single entity.

The rich heritage of the Department was cited as cause for today's concept of this dedication of public duty and service. It is the product of wise thinking and dedication of leadership of those who have gone before.

It was pointed out that the Department of Agriculture was established in 1862 and headed by a Commissioner of Agriculture. In 1889, it was raised to cabinet status. Originally the Department was small and centralized in Washington, D.C. From that time until the early 1930's the organization grew steadily in research and educational work.

After the collapse of the agricultural and industrial economy, the field of the department was broadened to include social sciences, marketing and credit. This expansion brought about the creation of a number of new agencies which are in existence or were forerunners of present-day agriculture agencies.

From findings and recommendations of the Hoover Commission, the USDA was reorganized in 1953. The Department was divided into four major program areas, each headed by an Assistant Secretary. The advantages of this type of an organization are as follows:

1. It places definite lines of responsibility.
2. Each agency head has someone on the secretary's immediate staff from whom he can get policy direction.
3. Takes the agency head out of partisan political matters.
4. It groups like agencies under a specific assistant secretary.
5. Permits the Secretary to devote his time to major agricultural policies.
6. Insures that the policies of the chief executive are implemented by providing a political appointee as the head of a group of agencies.
7. Better coordination within the group.

Department policies are formulated by a "Policy Staff" consisting of the Secretary, Under Secretary, three assistant secretaries and other staff assistants. It steers the course of action to be taken in reaching the goals of the administration. This group has the benefit of the ideas of career service employees and the general public.

The advance of modern technology has seen a parallel growth in both state and federal government, and industry and education. A growing demand for managers and a decline in certain trades, crafts, farmers and laborers necessarily follows. It is readily admitted that our colleges and universities cannot alone meet this demand. Managers will continue to be derived from capable personnel within the organization.

To derive maximum benefits from TAM workshops, principles learned must be applied in everyday working relationships and carried further to local workshops. This will develop necessary management resources.

The speaker touched on the essential responsibilities of both political and career executives. It was pointed out that the government has grown in magnitude and complexity and it has been increasingly difficult to insure control of political policy through a balance of political and career service executives.

There are steps which can be taken to improve our present position. These are:

1. Development of better standards for the selection and retention of people in management positions, both political and career.
2. An intensive, regularized program for identifying and developing potential managers.
3. Development of more effective facilities for assuring that individuals with executive competence are permitted to make full use of their capabilities.

The essential message of the speaker was that ". . .we have a Department of Agriculture in which we can take great pride in its accomplishments, in its attempt to bring a better living for the farmers and ranchers of this country and to all users of agricultural commodities." Because of the scope of the Department, we have one of the most difficult jobs in management anywhere in the federal government. Further exploration will bring sound and constructive ideas into use to improve the quality of service given the public.

Mr. Betts advised that to preserve the dignity and confidence necessary to the continuity of good government and for better public understanding, each of us must develop a spirit of true and high quality public service. We must be alert to the demands of our job and responsive to changing conditions. He said, "We must be sensitive to the expectations of the Congress and the public. . . above all, we must dedicate ourselves to a career in which the greatest reward is the satisfaction of a job well done."

The effectiveness of Training in Administrative Management will be demonstrated in the future rather than apparent at present.

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APPENDIX

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MONDAY MORNING -- APRIL 11

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MONDAY AFTERNOON -- APRIL 11

Chairman and Discussion Leader -- L.J. Sullivan, FS

Summarizers -- Arthur E. Miller, SCS; H.R. Bryan, ARS

TUESDAY MORNING -- APRIL 12

Chairman and Discussion Leader -- Robert Wimmer, ASC

Summarizers -- Lyle Crafton, ASC; Henry A. Palm, FHA

TUESDAY AFTERNOON -- APRIL 12

Chairman and Discussion Leader -- J.L. Bowlin, REA

Summarizers -- Henry Wolfe, ES; Edward DeGraaf, FS

WEDNESDAY MORNING -- APRIL 13

Chairman and Discussion Leader -- R.E. Krohn, SCS

Summarizers -- Arlin Nelson, ASC; W.T. Mallery, FS

WEDNESDAY AFTERNOON -- APRIL 13

Chairman and Discussion Leader -- E.C. Wilcox, AMS

Summarizers -- G.B. Swier, SCS; W.H. Ibenthal, FS

THURSDAY MORNING -- APRIL 14

Chairman and Discussion Leader -- Ray L. Toll, FHA

Summarizers -- W.R. Jenkins, ES; G.L. Schiermeyer, AMS

THURSDAY AFTERNOON -- APRIL 14

Chairman and Discussion Leader -- Kenneth Neveln, FS

Summarizers -- Gerald C. Thola, SCS; Walter Thomson, FS

FRIDAY MORNING -- APRIL 15

Chairman and Discussion Leader -- Hilmer Axling, ES

Summarizers -- Ray Prater, ASC; D.W. Barrowman, AMS

FRIDAY AFTERNOON -- APRIL 15

Chairman and Discussion Leader -- H.J. Finegan, FHA

TAM COMMITTEE ASSIGNMENTS

EDITORIAL COMMITTEE

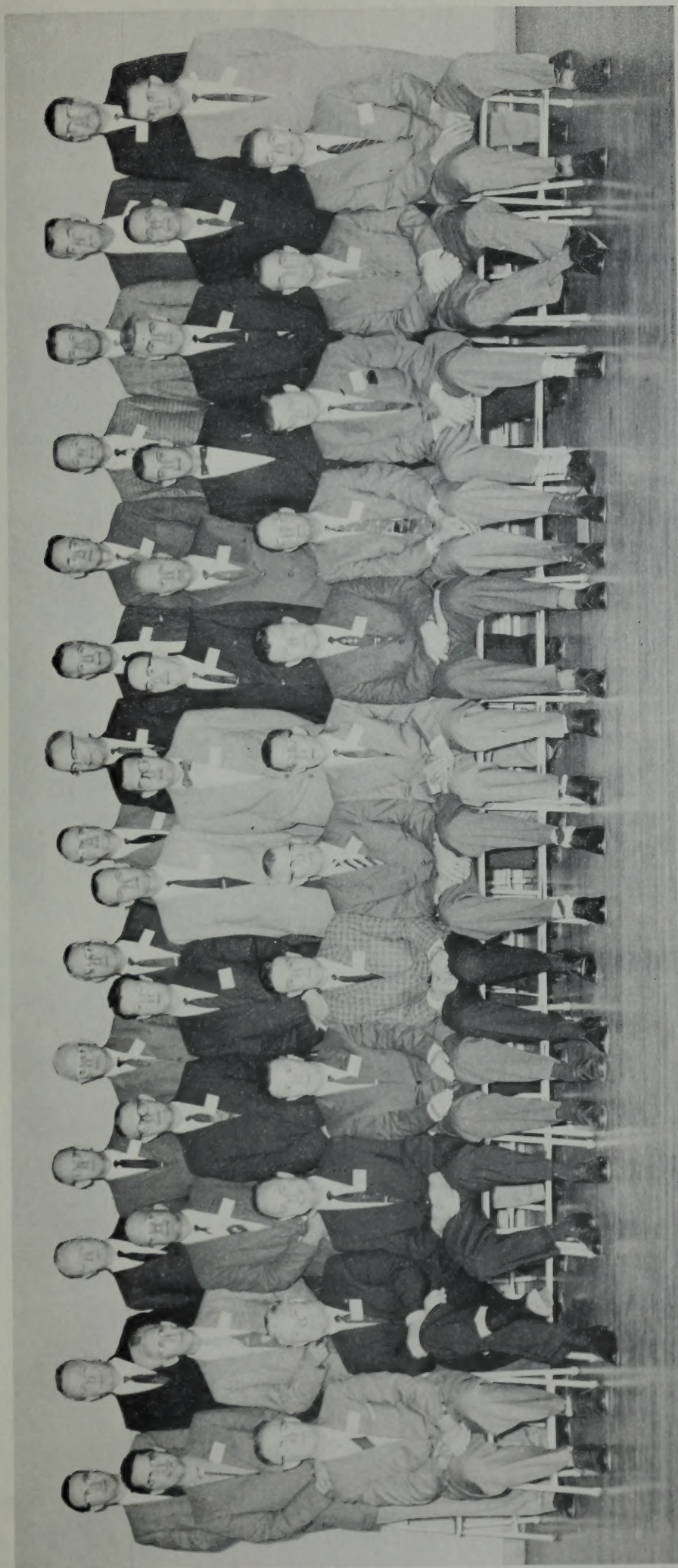
Creighton F. Lawson, FCIC
Ivan Graham, ASC
W.T. Wisbeck, AMS
Harold R. Williams, FS
John R. Gorham, ARS

This committee will be responsible for the workshop report. It will receive the summaries prepared after each session, review them, and turn them over to the Extension Publications Editor for reproduction.

FILM AND LIBRARY COMMITTEE

Bufford C. Boyd, SCS
Archie Mills, FS
Tom M. O'Connor, FHA
Marvin H. Brunson, ARS
Lowell A. Mullen, ARS

This committee will preview and arrange for showing of films appropriate to TAM. The films will be shown in the library each evening. This committee will also be responsible for staffing the library facilities each evening.



FRONT ROW (Left to right) Edward C. DeGraaf, Creighton F. Lawson, Lyle R. Crafton, Harold R. Williams, Robert R. Wimmer,
 Homer R. Bryan, Ray M. Prater, Wright T. Mallery, Ivan E. Graham, Arlin R. Nelson, Leslie J. Sullivan, Henry A. Palm.
 SECOND ROW (Left to right) Archie Mills, Lowell A. Mullen, B. C. Boyd, W. R. Jenkins, W. T. Wisbeck, G. L. Schiermeyer,
 John R. Gorham, Walter G. Thomson, Arthur E. Miller, Henry Wolfe, John P. Miller, Victor H. Barry, Jr., D. W. Barrowman.
 THIRD ROW (Left to right) Ray L. Toll, Kenneth Neveln, Harold Finegan, James Bowlin, William H. Ibenthal, R. E. Krohn,
 E. C. Wilcox, H. L. Axling, Tom O'Connor, Marvin H. Brunson, Jerry C. Thola, Melvin A. Ensley, G. B. Swier, H. L. Lozier.

